

Old and New Towns of Edinburgh World Heritage Site Action Plan – Draft for Consultation

Planning Committee
11 August 2011

1 Purpose of report

- 1.1 To seek the Committee's approval of the Old and New Towns of Edinburgh World Heritage Site Action Plan as a draft for consultation.

2 Summary

- 2.1 The Planning Committee on 19 May 2011 approved the Edinburgh World Heritage Site Management Plan. This report presents the Action Plan for the Site based on the objectives of the Management Plan.

3 Main report

- 3.1 The Old and New Towns of Edinburgh site was added to the United Nations Educational, Scientific and Cultural Organisation's (UNESCO's) list of World Heritage Sites in 1995. The World Heritage Committee stated that the Edinburgh Old and New Towns "represent a remarkable blend of two urban phenomena: organic medieval growth and 18th and 19th century town planning".
- 3.2 The UNESCO Convention on World Heritage requires every world heritage site to have an appropriate management plan which should specify how the Outstanding Universal Value of the Site will be protected. It is also the policy of the UK Government that management plans are required for all World Heritage Sites.
- 3.3 The Management Plan is a strategic document which provides a framework for the preservation and enhancement of the Site's cultural heritage. It sets out the vision for the World Heritage Site and establishes the parameters for achieving that vision through the identification of objectives.

3.4 The draft Action Plan translates the objectives included in the Management Plan into specific projects and actions. It also includes indicators to allow the monitoring of progress in achieving the objectives. The timetable for the range of actions is detailed under different time periods, and includes actions which are either fully or partly funded or which have no currently identified funding source. It is envisaged that these actions will be coordinated by a World Heritage Site Steering Group.

3.5 The draft Action Plan provides an initial range of actions and monitoring indicators which will be the subject of further development through consultation with a comprehensive range of stakeholders, including those who participated in the development of the Management Plan. Lead partners and funding sources will also be identified.

4 Financial Implications

4.1 The report has no new financial implications.

5 Equalities Impact

5.1 There is no relationship between the matters described in this report and the public sector general equality duty.

5.2 There are no direct equalities impacts arising from this report.

6 Environmental Impact

6.1 This report involves guidance for the protection of the historic environment. There are no adverse impacts on the environment.

7 Conclusions

7.1 The Action Plan will assist in the conservation and enhancement of the Edinburgh Old and New Towns World Heritage Site.

8 Recommendations

8.1 It is recommended that the Committee approves the Old and New Towns of Edinburgh World Heritage Site Action Plan as a draft for consultation.

Dave Anderson
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Appendices	1 Old and New Towns of Edinburgh World Heritage Site Action Plan.
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Wards affected	City Centre, South Side/Newington, Meadows/Morningside, Inverleith, Corstorphine/Murrayfield.
Single Outcome Agreement	Supports National Outcome 12 – We value and enjoy our built and natural environment and protect it and enhance it for future generations. Supports Edinburgh Outcome – Edinburgh’s natural and built environment is supported and enhanced.
Background Papers	Old and New Towns of Edinburgh World Heritage Site Management Plan

ACTION PLAN

ROLE OF THE ACTION PLAN

The Action Plan translates the objectives included in the Management Plan into actions with corresponding indicators to measure progress towards achieving the objectives. The timetable for the range of actions is detailed under different time periods, and includes actions which are either fully or partly funded or which have no currently identified funding source. The implementation of many of the actions will require co-ordinated partnership working.

Target dates are identified as Short Term (1-2 years), Medium Term (2-4 Years) and Long Term (4-5 years).

UNDERSTANDING OF THE WORLD HERITAGE SITE

Awareness of the World Heritage Site and its outstanding universal value varies through the city and its communities. For many people, the most obvious place to start to understand the city, and hence the World Heritage Site, is in terms of its historic buildings. However, there are other significant aspects that play an important role in defining the outstanding universal value. These include, for example, its archaeology, natural heritage, geology, and the city's rich literary history, as recognised in its designation as a UNESCO City of Literature. A clear understanding of outstanding universal value is also critical to ensuring activities in and around the World Heritage Site are to its benefit by encouraging informed decision making at all levels.

One of the challenges which the Management Plan addresses is the translation of the Statement of Outstanding Universal Value into a series of understandable and useful points which give people the ability to engage, take ownership and understand why the Site is important and how change might affect it. The Management Plan explains the outstanding universal value. However, this work needs to be taken further through a programme of education and awareness raising activities which ensure outstanding universal value is embedded in the decision making processes around the city. It is not the aim of the Management Plan to impose a specific approach to interpretation, however, the Site would benefit significantly from an overall interpretive framework to ensure consistent themes are conveyed.

Developing and increasing understanding is dependent on having access to and encouraging high quality research on different aspects of the World Heritage Site. This ranges from its heritage and history, to how it works as a city centre, to different aspects of its economy through a multitude of subjects. Making this research – and the original sources – accessible is important in terms of informing understanding of the Site and its management.

OBJECTIVE	ACTION	MONITORING INDICATORS	TARGET	AGENCY
<p>1 To increase awareness of World Heritage Sites through interpretation, guidance and promotional activities.</p>	<p>Make World Heritage information widely available and accessible.</p>	<p>Events organised to promote the World Heritage Site to a wide audience.</p> <p>Developed talks and workshops including building a network of partnerships with tourism related businesses. Number of events and their impact reflecting the objectives of the Management Plan</p> <p>Included information on the World Heritage Site in the pedestrian way-finding project proposed in the Active Travel Action Plan.</p> <p>Implemented a themed campaign to encourage greater exploration of the World Heritage Site by visitors.</p> <p>Maintained and developed Edinburgh World Heritage's web site featuring the Management Plan and Action Plan.</p> <p>Issued guidance to develop understanding of statement of OUV and how it should be used by planners and stakeholders.</p>	<p>Medium Term</p>	<p>EWH</p>
	<p>Implement a themed campaign to encourage greater exploration of the WHS by visitors.</p>	<p>Developed a partnership-based campaign and implement projects within the campaign (visitors' experience of the WHS, number of visitors, WH status recognition by the visitors)</p>	<p>Medium Term</p>	<p>EWH</p>

	<p>Organise events to promote the WHS to a wide audience.</p> <p>Encourage tourism businesses to use the WHS in their marketing and promotion.</p> <p>Develop and launch an Edinburgh World Heritage City smart phone application.</p>	<p>Developed a plan of fixed annual based events. This would also require a level of flexibility for ad hoc organised events (for instance in case of visitors from abroad). Organised events from the plan (turnout and feedback from participants)</p> <p>Number of engaged tourism businesses and number of references to WHS in their strategies/projects.</p> <p>Developed application in collaboration with the key partners to maximise its usage and promotion. Launched the application.</p>	<p>Medium Term</p> <p>Medium Term</p> <p>Medium Term</p>	<p>EWH</p> <p>EWH</p> <p>EWH</p>
<p>2 To communicate and interpret the Outstanding Universal Value across a wide range of audiences.</p>	<p>Develop a strategy for promoting an understanding and appreciation of the OUV of the World Heritage Site.</p>	<p>Established further links and contact with local community groups.</p> <p>Worked with tourism agencies to develop interpretative media and multi-lingual interpretation.</p> <p>Engaged with the annual Scottish World Heritage Day celebrations in a way that promotes the outstanding universal value of the site by engaging with a variety of audiences in and around the WHS.</p>	<p>Medium Term</p>	<p>EWH</p>
<p>3 To develop a broad interpretation strategy for the</p>	<p>Seek positive media coverage for the World Heritage Site.</p>	<p>Monitored the balance of positive and negative media reports.</p>	<p>2011</p>	<p>EWH/CEC/HS</p>

Site.	<p>Use the EWH e- newsletter to communicate public value of the WHS to a wide audience.</p> <p>Promote WHS status online.</p> <p>Produce publications to advise residents and businesses.</p>	<p>Ongoing activity. Monitored through Google analytics and public feedback.</p> <p>Coordinated web management between partners.</p> <p>Monitored number of publications and main themes</p>	<p>2011</p> <p>Early 2012</p> <p>Medium Term</p>	<p>EWH</p> <p>EWH/CEC/HS</p> <p>EWH</p>
4 To develop learning and outreach programmes to ensure broad physical and intellectual access to the World Heritage Site.	<p>Devise and produce resources to enable teachers and pupils to understand and use the WHS and general world heritage principle in their studies, relevant for the Curriculum for Excellence.</p> <p>Work with community organisations to develop outreach projects to encourage engagement in the World Heritage Site from under-represented audiences, particularly young people.</p> <p>Investigate use of space in the Old Town as an educational centre to facilitate school visits.</p> <p>Delivery of the Scottish 10 project involving the digital involving the digital scanning of all five Scottish World Heritage Sites and five international sites.</p>	<p>Identified partners and resources/tools. Implementation in terms of the Curriculum of Excellence.</p> <p>Defined projects and identified key partners and audience. Project planning and implementation.</p> <p>Investigated and identified space in the Old Town. Engaged schools and facilitated visits.</p> <p>Completion of project. Made results accessible to widest possible audience Use of scan as base of Planning model.</p>	<p>Medium Term</p> <p>Medium Term</p> <p>Medium Term</p> <p>Medium Term</p>	<p>EWH</p> <p>EWH</p> <p>EWH</p> <p>HS/CEC</p>

<p>5 To develop a strategy for the co-ordination of research for the benefit of the World Heritage Site and its outstanding universal value.</p>	<p>Establish research group to ensure the available information about the World Heritage Site is collated, analysed and shared in a way that assists the implementation of the management plan.</p>	<p>Developed initiatives for collaborative research and conservation management to aid management of the WHS</p> <p>Researched, documented, recorded and exhibited the social history of the neighbourhood/character areas within the Southern Arc ADF area of the World Heritage Site.</p> <p>Agreed protocols on the collection, collation and storage of any research data gained from the WHS and make the results available as appropriate.</p>	<p>Medium Term</p>	<p>EWH/CEC/HS</p>
<p>6 To support access to archival and other resources.</p>		<p>Improved access to partners' archives.</p>	<p>Medium Term</p>	<p>EWH/CEC/HS</p>

SAFEGUARDING THE OUTSTANDING UNIVERSAL VALUE

The prosperity and desirability of the World Heritage Site and the range of activities that take place within it create a demand for further development. The challenge is to ensure that development takes appropriate account of the attributes of the outstanding universal value. This requires a full and wide understanding in order to ensure that the World Heritage Site is not seen as a barrier to development, but as an integral part of creating better development.

Much of the obvious value of the World Heritage Site is embodied in its buildings; the majority of which are in private ownership. To ensure the state of conservation remains at its current level, and that every opportunity is taken to maintain authenticity and restore integrity, it is essential to enable and encourage owners in this by providing advice and incentives. While change is, to some degree, inevitable, it needs to be managed to maintain the outstanding universal value of the Site. New development should be sensitive to the historic character, reflect and interpret the particular quality of its surroundings, and respond to and reinforce the

distinctive patterns of development, townscape, views, landscape, scale, materials and quality of the World Heritage Site.

The main objective outside the World Heritage boundary is to protect the iconic skyline, the key views in and out of the Site as well as its setting. At the national level the importance of setting protection has been identified in Historic Scotland's Managing Change in the Historic Environment guidance. In Edinburgh the Skyline Study has been adopted as planning policy and, when combined with existing designations, provides a more comprehensive and subtle tool to protect the outstanding universal value than a traditional buffer zone. One of the main benefits of this mechanism is the additional protection for the setting of the World Heritage Site defined by the dramatic topography of Arthur's Seat, Calton Hill, the Firth of Forth and surrounding hills. In planning terms, the mechanism brings together all the attributes critical to an understanding of the World Heritage Site.

The focus of much of the activity in the World Heritage Site is on the buildings and their setting. However the archaeology of the Site provides an important part of its story. It is an important resource which requires protection and helps develop our understanding of the history of the Site.

OBJECTIVE	ACTION	MEASURE	TARGET	AGENCY
7 To develop appropriate policies and guidance within the planning system to safeguard the outstanding universal value.	Publication and adoption of Scottish Historic Environment Policy on World Heritage Site	Publication and implementation	Medium Term	HS
	Ensure that appropriate policies are included in the Local Development Plan.	Inclusion of relevant policies.	Medium Term	CEC
	Promote local policy guidelines (non statutory guidance), which consider the importance and sensitivity of the public realm within the World Heritage Site.	Consolidated existing Planning guidance on heritage issues.	Medium Term	CEC/EWH
8 To balance development and heritage through increased understanding of the outstanding	Ensure that the Outstanding Universal Value of the World Heritage Site is taken into account when decisions are taken on applications for planning permission (and other relevant consents), as key material considerations.	Involved the key officer in all major applications in the World Heritage Site.	2011	CEC/EWH
		Ensured that there was greater understanding of OUV.		

universal value of the World Heritage Site.				
9 To protect the setting of the World Heritage Site and the city's iconic skyline, and if found necessary re-evaluate the need for a traditional buffer zone.	Manage the operation of the skyline policy.	Monitored and reviewed the operation and application of the skyline policy over the life of the Action Plan.	Medium Term	CEC
10 To conserve, promote and interpret the archaeological heritage of the World Heritage Site.	To ensure the archaeological resource of the World Heritage Site is fully incorporated and considered in the management of the Site.	Continued to monitor and provide advice on the archaeological and historic environment content of planning applications. Promoted, consolidated and excavated the Well House Tower. Ensured that archaeological interests are represented on the World Heritage Site Steering Group. Promoted archaeological excavations in the WHS.	Medium Term	CEC
11 To conserve and enhance the fabric of the World Heritage Site.	Utilise that the highest standards of materials and workmanship are utilised within the World Heritage Site. The Buildings at Risk Register will be used as a tool for highlighting and prioritising buildings.	Introduced additional restrictions under Regulation 11 of the Town and Country Planning (Control of Advertisements) (Scotland) Regulations 1984 on shop front advertisements on the Royal Mile Developed local priority ratings for Buildings at Risk and assessed buildings in terms of this. Assessed Buildings at risk in terms of the National Performance Indicator.	2011 2011	EWH/CEC /HS CEC

		Served Urgent Works Notices and Enforcement Notices when required to protect the built heritage of the WHS		
12 To ensure ongoing investment in the conservation of the World Heritage Site through appropriate private interventions and state aid.	<p>To maintain the conservation funding programme to assist owners in the repair of properties within the World Heritage Site, via a system of refundable grants.</p> <p>Review priorities for grants.</p> <p>Implement projects meeting criteria agreed by partners.</p> <p>Measures to encourage private investment in properties within the WHS</p>	<p>Identified leverage for funding in addition to the existing programmes and budget to assist in meeting the costs of repairs.</p> <p>Considered in bi-annual review.</p> <p>Number of projects implemented.</p> <p>Monitored Buildings at Risk.</p>	<p>Medium Term</p> <p>2011</p> <p>Medium/Long Term</p> <p>2011</p>	<p>EWH</p> <p>EWH</p> <p>EWH/CEC/HS</p> <p>EWH/CEC/HS</p>
13 To promote high quality architecture and design in and around the World Heritage Site.	<p>Provide guidance on design quality in the context of the OUV of the WHS.</p> <p>Encourage developers to bring forward schemes that have identifiable benefits for the WHS.</p> <p>Ensure Environmental Statements are prepared for all major developments.</p>	<p>Delivered training events for architects and developers.</p> <p>Involved Architecture and Design Scotland and the Urban Design Panel in the scrutiny of development projects.</p> <p>Assessed schemes in terms of Quality Indicators for the built environment.</p> <p>Monitored number of statements.</p>	<p>Medium Term</p> <p>2012</p> <p>Medium Term</p>	<p>EWH/CEC/HS</p> <p>EWH/CEC/HS</p> <p>CEC</p>

A WORLD HERITAGE SITE IN A SUSTAINABLE CAPITAL CITY CENTRE

Sustaining a living capital city centre is a balance between protecting the environment, strengthening society, supporting a vibrant cultural scene, allowing uses to evolve and providing for places to live and work (and access to them), without damaging the outstanding universal value of the Site.

The World Heritage Site contains a range of communities living and working in the Old Town, the New Town and in Dean Village, reflecting the historic diversity of these areas. It also contains a significant student population. The liveability of the site plays a key role in supporting the breadth of the communities, while the continuing presence of the different communities supports the vitality of the Site.

The economic success of the city provides the means to ensure its continuing protection, while the values for which it was inscribed as a World Heritage Site encourage businesses and individuals to make Edinburgh their base. Balancing the needs of the city to maintain its economic vibrancy and the need to protect the heritage is essential for both. The relationship between outstanding universal value and economic success needs to be protected, developed and celebrated.

Natural Heritage provides the World Heritage Site with outstanding amenity in both physical and visual terms and complements the outstanding universal value. A range of spaces, gardens and designed landscapes enrich the Site forming an integral element of the setting and townscape.

The cultural life of the city, reflected in its rich history and architecture, as well as in its institutions and festivals, is closely allied to the liveability of the city and its economic success. Historically, the city has a rich cultural and intellectual life, which is a part of the outstanding universal value and which it is vital to sustain. This rich contemporary cultural life in such a magnificent setting attracts tourists in greater numbers than would otherwise be the case, and the loss of this cultural life would result in a fundamental change of character of the World Heritage Site

The public realm, the space between the buildings, is the “face” of the World Heritage Site. It presents an excellent opportunity to enhance the Site’s outstanding universal value, providing the setting for its historic buildings and the activities that give the Site a lively atmosphere. There is a strong sense of public ownership, and the quality of the public realm exerts a significant influence on decision-making: where to invest, where to live, and where to visit.

Recent decades have seen a substantial increase in personal mobility. These trends have significant consequences for the environment, with the transport sector accounting for an increasing proportion of energy consumption, carbon emissions and other pollutants.

Servicing the city centre in a manner that respects the outstanding universal value is challenging. For example, addressing waste collection in a discrete and efficient way while seeking to achieve recycling targets and without affecting elements of the outstanding universal value is of concern to many residents and businesses across the Site.

OBJECTIVE	ACTION	MONITORING INDICATORS	TARGET	AGENCY
<p>14 To support actions which retain a mix of uses and a diverse social mix in the city centre.</p> <p>15 To support and enhance the high quality of life in the World Heritage Site.</p>	<p>Ensure that a wide range of uses-community, cultural, leisure, hotel, office and housing are maintained in the WHS.</p> <p>Promote the WHS as a place for everyone.</p>	<p>Monitored planning applications within the WHS.</p> <p>Published relevant promotional material.</p> <p>Monitored build of affordable housing.</p>	<p>Medium Term</p> <p>2011</p>	<p>CEC</p> <p>EWH/CEC /HS</p>
<p>16 To understand the capacity limits of the city in order to maintain a positive relationship between the World Heritage Site and the economic and cultural activities of the city.</p>	<p>Initiate a project to study the balance of factors which affect the outstanding universal value of the WHS.</p>	<p>Monitored visitor numbers, activity and potential impacts on the WHS.</p>	<p>Long Term</p>	<p>EWH</p>
<p>17 Support economic diversity and growth to sustain the outstanding universal value.</p>	<p>Develop strategies and initiatives to establish what is required to support appropriate economic development in the WHS.</p>	<p>Published material to provide accurate and up to date information on Edinburgh's commercial market to assist in securing appropriate new inward investment.</p>	<p>2011</p>	<p>CEC</p>

		Delivered strategies and initiatives which support economic development.	Long Term	CEC
18 To foster relationships across the city's economic sectors.	Engage and involve businesses in the management of the WHS	Engaged on World Heritage issues with the Chamber of Commerce, the Development Forum and the Federation of Small Businesses.	2011	EWH/CEC
19 To ensure that the natural heritage is managed in a manner which supports the outstanding universal value of the Site.	Ensure that natural heritage issues are considered in the management of the World Heritage Site.	Increased awareness of natural heritage issues in the management of the World Heritage Site.	2011	CEC/EWH/HS
20 To support the conditions for cultural activities to flourish within the World Heritage Site.	Implement partnership cultural projects with local, national and international organisations.	Participated with partners in cultural projects.	Medium Term	CEC/EWH/HS
	Maintain and enhance venues for cultural activities.	Monitored available venues.	Short/Medium Term	CEC/EWH/HS
21 To ensure consistency in the public realm.	Ensure the continued delivery and enhancement of essential public realm and infrastructure improvements in the WHS.	Monitored implementation of public realm projects within the WHS. Developed the Edinburgh Lighting Strategy.	2011	EWH/CEC
22 To support a high quality public realm that reflects the built quality of the city and improves the pedestrian experience.	Continue to influence public realm and streetscape through the work and role of the Streetscape Working Group and Streetscape Delivery Group	Public realm issues considered for their effect on the outstanding universal value of the World Heritage Site.	2011	CEC
23 To reduce the impact of traffic and promote	Encourage travel to and within the WHS by walking and cycling through actions	Delivered Active Travel Action Plan projects	Medium/Long Term	CEC

sustainable forms of transport.	outlined in the Active Travel Action Plan. Delivery of a clear set of development plans and briefs linked to priority projects to enhance connectivity. Delivery of actions to reduce the impact of traffic.	Delivered better movement and connectivity in the city for residents and visitors in terms of the South Central Arc ADF. Monitored traffic and pollution levels.	Medium/Long Term 2011	
24 To ensure that the work of statutory undertakers and other utility providers meets appropriate quality standards within the World Heritage Site.	Ensure that work is carried out in accordance with the Standards for Streets.	Monitored compliance.	2011	CEC

THE EFFECTIVE MANAGEMENT OF THE SITE

Edinburgh is a complex urban World Heritage Site, with a wide array of stakeholders needs. This leads to particular challenges in its management. It requires appropriate engagement methods and management structures to ensure the management of the Site is dynamic and able to react as circumstances change.

Partnership working amongst public agencies, institutions, private owners, business and the third sector is considered the most effective way of delivering results in Edinburgh, where the ownership of the World Heritage Site is diverse. It has the benefit of increasing understanding of the importance of the World Heritage Site amongst those partners. Broad support from the organisations and individuals it attempts to influence is critical to the effectiveness of any management plan. The creation of partnerships at the local, national, European and global level is therefore crucial to the effective management of the World Heritage Site. The management of the World Heritage Site also needs to take account of developments and climate change agenda.

OBJECTIVE	ACTION	MONITORING INDICATORS	TARGET	AGENCY
25 To monitor the effectiveness of the implementation of the World Heritage Site management Plan.	Continue to monitor the implementation of the Management Plan objectives and actions.	Published monitoring reports on the State of Conservation of the WHS and implementation of the Management Plan.	2012	EWB
26 To meet and set national and international best practice in the management of the Site.	Encourage research which reflects and develops best practice in World Heritage management.	Prepared guidance document on conservation practice in the WHS. Monitored engagement with world heritage community.	Medium Term	CEC/EW H/HS
27 To develop inclusive partnerships that support the management of the Site.	Work in partnership, on a number of different levels across the World Heritage Site and develop working practices which facilitate the engagement of all of those with an interest in the Site.	Reviewed the mechanisms and structures for implementing the management plan.	Medium Term	CEC/EW H/HS
28 To broaden and maximise stakeholder engagement.	Continue to strengthen and develop relationships with all stakeholders and investigate how stakeholders can take a more active role in helping to deliver elements of the Management Plan	Reviewed progress on the Management Plan on an annual basis with key stakeholders.	2012	CEC/EW H/HS
29 To develop, coordinate and implement the Action Plan with a broad range of organisations.	Establish links with broad range of organisations.	Monitored engagement with organisations and the Action Plan.	2012	CEC/EW H/HS

<p>30 To take account of climate change and sustainability issues in safeguarding the outstanding universal value of the Site.</p>	<p>Align the management of the Site with the Scottish Government's policy including the carbon reduction targets while assisting efforts to understand the potential impacts of climate change</p> <p>Compilation of a plan addressing issues of fuel poverty and changes of energy behaviour in the WHS.</p> <p>Develop projects to allow the sensitive adaptation of historic buildings to help meet carbon reduction targets.</p>	<p>Monitored carbon reduction levels.</p> <p>Compiled the plan and developed a network of partners interested in the subject.</p> <p>Developed projects.</p>	<p>Medium Term</p> <p>Medium Term</p> <p>Medium Term</p>	<p>CEC/EW H/HS</p>
<p>31 To understand risk issues by establishing a Risk Register which will be regularly reviewed.</p>	<p>Development of a plan focused on risk preparedness, tailored to identify risks, impacts and actions to mitigate and adapt the WHS to these risks.</p>	<p>Risk Strategy developed and implemented.</p>	<p>Medium Term</p>	<p>EWH</p>